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URBAN/MUNICIPAL

HOUSING INTENSIFICATION STUDY
DRAFT OPTIONS

Regional Planning and Development
Department



HOUSING INTENSIFICATION STUDY

DRAFT OPTIONS

The Technical Steering Committee recommended that these draft options be presented at the public meeting. Planning and Development Committee for the City of Hamilton authorized a public meeting to discuss the draft options on May 23 1990

May 1990

Planning and Development Department Region of Hamilton Wentworth

OFFICIAL PLAN AMENDMENTS

That the Official Plan be amended to include housing intensification policies as part of the implementation of the Provincial Housing Policy. Policies should cover:

- (a) general housing intensification policies for redevelopment, infill and conversions,
 - (b) policies for conversions reflecting the proposed zoning changes and other initiatives proposed in this study,
 - (c) criteria for the Committee of Adjustment in deciding on residential conversions including the beneficial effect of owner occupancy.
- Official Plan policies for housing intensification are required by the Provincial 'Land Use Planning for Housing' policy and should reflect the final recommendations of the Housing Intensification Study. This work is being carried out as a separate study by the Planning and Development Department.

HOUSING INTENSIFICATION IN AREA MUNICIPALITIES

That the Region be requested to encourage the area municipalities to carry out housing intensification studies.

- The Region should encourage the area municipalities to take a fair share of housing intensification and the Region include such policies in their Official Plan.

NEIGHBOURHOOD PLANS

That neighbourhood plans identify areas suitable for residential intensification and conversions in particular.

- areas appropriate for conversions and areas where the public desire to be able to convert can be considered as part of the neighbourhood plan process.

HIGH DENSITY STUDY FOLLOW-UP

That the Council recommendations from the High Density Residential Study be followed up by the Planning and Development Department. (See appendix for recommendations related to residential intensification.)

- A number of outstanding issues remain to be dealt with from the High Density Residential Study, the recommendations of which were referred to the Planning and Development Department.

APPEARANCE CRITERIA FOR CONVERSIONS

That the Planning and Development Department in conjunction with the Building Department develop criteria to assist in interpreting the Zoning By-law requirement that no change of appearance should take place as a result of conversions under Section 19(v).

- Criteria would help determine what constitutes a change in appearance.

RESIDENTIAL COMPONENT

That consideration be given to requiring residential use as part of a commercial development where new areas are zoned or designated for commercial use and;

That policies be prepared that would address the requirements for residential components as parts of commercial development.

- This would provide an opportunity for the private sector to construct affordable housing. This technique is being used in the proposed development at Rymal and Gage.

CASH IN LIEU OF AFFORDABLE HOUSING

That the possibility of cash in lieu of affordable housing requirements be used for Non-Profit Housing be investigated.

- This would allow flexibility for the location and type of housing. (e.g. development in or near the downtown area)

CONVERSIONS

- (a) That the Zoning By-law requirement in Section 19 be changed from allowing conversions in dwellings prior to July 25, 1940 to allow conversions in dwellings erected prior to July 25, 1945, with a view to extending conversions a further five years in the future.

That the impact of the zoning change be monitored prior to extending conversions to further areas, including property value research.

- Conversions should be broadened to post 1940 areas of the City, but at a pace which can be monitored. This will take the pressure off the pre-1940 areas.
- (b) That the Zoning By-law requirement in Section 19 be changed to allow conversions to dwelling units fronting onto arterial roads (Map 1) without any age restriction but subject to other conversion requirements.
- Opening up conversions further on arterial roads will take the pressure off interior parts of neighbourhoods. Higher densities on the periphery of neighbourhoods are already encouraged and people who live on the edge of neighbourhoods are usually more tolerant of adverse environmental conditions, e.g. traffic noise.

- (c) That the Zoning By-law requirement in Section 19 be changed from requiring a minimum unit size of 65 square metres (700 sq. feet) to a 65 square metre average with a minimum of 40 square metres (431 sq. feet).
- (d) That the Zoning By-law requirement in Section 14 for the 'H' classification be changed to allow conversions up to 10 units providing the building existed prior to March 8, 1983 as long as the ground floor frontage remains in commercial use and subject to parking requirements.
- This would open up conversions in commercial strips. Conversions up to 10 units are currently permitted without parking requirements at 180 metre (600 feet) separations. Additional residents would help the economy of commercial strips. Extra dwelling units in strip commercial areas usually provides accommodation on the periphery of neighbourhoods which is desirable. Continuous commercial use at the ground floor level is usually desirable to maintain the strength of the commercial strip.

ZONING CATEGORY REVIEW

That the Planning and Development Department review the following zoning categories with a view to residential intensification:

"H" (Community Shopping and Commercial)	"I" (Central Business)
"HI" (Civic Centre Protected)	"CR" (Commercial/Residential)
"DE" (Low Density Multiple Dwelling)	"RT" (Townhouse)
"B", "C", "D", and "R" (Single Family)	"G4" (Designed Neighbourhood)

(Including an examination of standardizing the area calculations of extensions for residential conversions)

and that other commercial categories which do not permit residential currently be also reviewed. Particular attention should be paid to Central Area zones since the Central Area Plan calls for higher residential densities in and around the downtown.

- There appears to be scope for housing intensification in these zoning categories.

CHANGE TO 'I' (CENTRAL BUSINESS DISTRICT) ZONING

That the Zoning By-law be changed to permit residential densities in accordance with "CR-3" (Commercial Residential) zoning providing Non-Residential uses be retained at the ground level.

- This will allow densities up to about 3 times coverage rather than the approximately one times coverage in the downtown areas zoned "I". Non-Residential uses are desirable at the ground floor level, eg. Commercial, Residential. This is in accordance with the Central Area Plan which calls for higher residential densities in the Central Area.

CREATION OF NEW ZONES TO PERMIT ACCESSORY APARTMENTS

That the Zoning By-law be amended to include sub-categories for the low density residential zones "B", "C", "D", and "R" (low density residential zones) but permitting duplex dwellings/accessory apartments, eg. "Bc".

- This would allow more housing intensification where new zoning is applied and more flexibility for owners.

ZONING AMENDMENT FOR LODGERS

That the zoning by-law be amended to reflect consistent requirements for lodgers in residential zones.

- some commercial districts do not allow lodgers in a single family dwelling despite the fact that residential use is permitted (ie. "H" District)

PRIDE PROGRAMS

That the Beasley/Central PRIDE (Neighbourhood Improvement) program (with a housing intensification component) proceed as planned.

- The Central Area Plan gives priority to the improvement of Central Area Neighbourhoods and residential intensification is desirable near the downtown.

FINANCIAL INCENTIVES

That a review be made to see if financial incentives could be enhanced to encourage housing intensification.

- Financial inducements may be able to be used to encourage further housing intensification, e.g. grant/loan programs.

NEIGHBOURS PROGRAM STUDY

That the Planning and Development Department prepare terms of reference for a "Neighbours" program to include public education on housing intensification as follows:

- o various forms of sharing in existing residential units;
- o creation of new self-contained units in existing residential buildings;
- o conversion of non-residential space to residential use; and,
- o residential infill or redevelopment on underdeveloped lots.

More research and information needs to be provided and presented to the Community.

INNOVATIVE HOUSING STUDY

The City of Hamilton undertake a study of innovative housing designs and layouts that would allow housing intensification; e.g., Granny flats, "Charlie" housing that allows single-family housing to easily be duplexed, Toronto Home Building charette housing, Mississauga (Trelawney) concept housing by

- o reviewing literature;
 - o examining examples of current innovative housing;
 - o examining older areas to see if concepts can be adapted to new housing;
 - o assessing the feasibility of a new zoning category for smaller lot singles (i.e. in the 20' to 30' frontage range).
 - o modifying regulations and taking other actions to expedite innovative housing;
 - o sponsoring innovative housing developments.
- Innovative housing offers alternative accommodations which may be desired by sections of the public and be acceptable to the community.

TRANSPORTATION / PARKING STUDY

That a terms of reference for a study to be undertaken by the Traffic and Planning Departments be drawn up. The study would consider the following items in the context of housing affordability, social needs, parking, modes of transportation and environment

- o existing and projected car ownerships for various areas in the city including the Central Area;
- o change in trip generation and car ownership as a result of conversions from single family housing to accessory apartments;
- o impacts of conversion on front yards, boulevards and street parking;
- o alternative forms of neighbourhood parking, for e.g. rear alleyways, community parking lots and parking facilities for other uses.

- o parking requirements in the Central Area to encourage mixed use development in accordance with the Central Area Plan.
- More research is required to examine the parking issue in relation to conversions, redevelopment and infill.

RESIDENTIAL INTENSIFICATION INVENTORY

The Planning and Development Department carry out the following work.

- o prepare a comprehensive documentation of publicly owned lands suitable for residential development and housing intensification,
- o extend the Central Area analysis carried out for this study to the remainder of the city to examine conversion, infill and redevelopment potential,
- o work with owners of private sites to encourage housing intensification,
- o develop publicly owned sites using design briefs and possibly through joint venture,
- o examine public land banking for Co-op or Non-Profit Housing sites,
- o a terms of reference be drawn up and funding requested from the Province.
- Opportunities for residential intensification should be actively sought.

AS OF RIGHT CONVERSIONS SUBJECT TO COMMUNITY ACCEPTANCE

That techniques be explored to allow conversions without need for Council or Committee of Adjustment approval where the community favours the proposal.

- Further conversions could be permitted where Neighbourhood acceptance is high subject to a high percentage of owners/residents endorsement and subject to other conditions. Such mechanisms are used in the City of Toronto.

ENFORCEMENT

1) *Illegal conversions*

That streets or areas which show deterioration as a result of illegal conversions as defined by the Planning and Development Committee be the subject of review by street residents or neighbourhood association to establish a rationale for dealing with the various conversion situations and that implementation be through enforcement as appropriate.

- Enforcement of illegally converted units usually takes place on a complaint basis. However, concern has been strongly expressed about the deterioration of neighbourhoods and streets where conversions have been concentrated. Opening up wider areas of the City to conversion should take the pressure off the pre-1940 areas. However, in locations where deterioration is a concern, a review of the situation and possible remedies should be developed by those involved with staff assistance. This would make the deterioration of neighbourhoods in pre 1940 areas less likely.

2) *Entry to dwellings*

That a resolution be passed supporting the Province's proposed change to the Building Codes Act (Bill 103) so as to enable municipal building inspectors to gain entry to dwellings to ensure that zoning and building regulations are being followed:

- Enforcement of Zoning By-law and Building Code has proved difficult without right of entry, particularly for conversions.



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